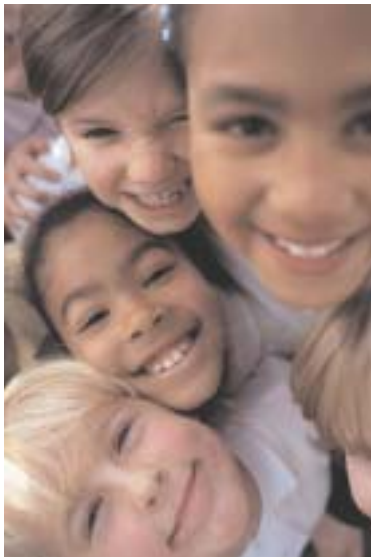
Smart Growth Strategy Regional Livability Footprint Project

Shaping the Future of the Nine-County Bay Area



Alternatives Report for Round Two Public Workshop Participants and Other Bay Area Residents

April 2002

This Alternatives Report provides the basis for a second and final round of countywide workshops to be held throughout the Bay Area on Saturdays in spring 2002:

Marin County: April 13

Sonoma County: April 20

San Francisco: May 4

Santa Clara County: May 4

Contra Costa County: May 11

San Mateo County: May 11

Solano County: May 11

Alameda County: May 18

Napa County: May 18

All workshops: 8:30 a.m. – 2:45 p.m.
Breakfast and lunch served to registered participants.

Please visit **www.abag.ca.gov/planning/smartgrowth** to:

- Find out workshop locations.
- Obtain more information about this project.
- Register for a county workshop.
- Read the technical appendices to this Alternatives Report.

Smart Growth Strategy

Regional Livability Footprint Project

Alternatives Report

April 2002

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Blessed with an abundance of NATURAL, CULTURAL AND ECONOMIC assets, ***the Bay Area has an even greater treasure*** *in the DEDICATION, CREATIVITY and VISION of our* ***diverse population****. As we face the challenge of balancing* ***continued growth*** *with a* ***high quality of life****, Bay Area residents have a* ***WEALTH OF INNOVATIVE IDEAS*** *for building a better future.*

PETER CADE

SF BAY NATIONAL WILDLIFE REFUGE

INTRODUCTION

Trading horror stories about long commutes, endless traffic jams and high housing costs has become a favorite sport in the Bay Area. In the fall of 2001, some 1,000 Bay Area residents decided to stop complaining, and start taking a more direct role in shaping the Bay Area's future. The participants in this unusual urban planning exercise each devoted the better part of a Saturday to, literally, redrawing the regional map. They came from a wide range of backgrounds and professions, with a variety of agendas. But they shared a common goal: to maintain and enhance the Bay Area's unique beauty, natural resources, diversity and lifestyle in the face of persistent growth.

The workshops attended by these "planners for a day" were part of a project known as the **Smart Growth Strategy/Regional Livability Footprint Project**. At each workshop, overflow crowds of elected officials, representatives of neighborhood groups, developers, environmentalists and social equity advocates used an innovative computer modeling program as a springboard for lively discussions and negotiations about the pace, character and shape of development in their communities.

A number of features set this effort apart from prior attempts to steer the region toward a more livable future. Key among these is the broad sponsorship and high level of buy-in from the private sector and local and regional governmental institutions. The project is sponsored by five regional agencies* — whose missions span transportation planning, environmental protection and local government coordination — along with the Bay Area Alliance for Sustainable Development, a coalition of over 40 business, environmental and social equity organizations.

The project also is notable for its bottom-up approach to solving the region's twin problems of traffic congestion and insufficient housing. This experiment in good government and popular democracy has tapped into a wellspring of creative ideas for building a better tomorrow.

This booklet distills the first round workshop findings into three distinct visions for the Bay Area's future. In the coming weeks, residents will again answer the call to action, and gather for a second set of county-level forums where they will select a preferred smart growth alternative and tailor it to their communities.

Even if you did not attend the fall Round One workshops, your participation in Round Two is critical. Nothing less than the future health of the Bay Area — and the quality of life for our current and future residents — is at stake.

* *Association of Bay Area Governments (ABAG), Metropolitan Transportation Commission (MTC), Bay Area Air Quality Management District (BAAQMD), Bay Conservation and Development Commission (BCDC) and Regional Water Quality Control Board (RWQCB).*

What Is Smart Growth, and How Do We Get There?

Smart growth is as much about lifestyle as it is about the built environment. For many Bay Area residents, smart growth might translate to having the possibility of getting to work without a car or without suffering a numbing, hours-long commute, or the option to easily run errands by bicycle or on foot. Smart growth can mean being able to escape the pressures of daily life in the vast stretches of open space that lie just beyond the urbanized area. On a more immediate level, it can mean getting a foothold in an otherwise impenetrable housing market thanks to an ample supply of moderate- and low-cost housing.

In looking for models of smart growth, Bay Area residents need go no further than their own back yards. In both suburbs and inner cities, seeds of smart growth are beginning to sprout. Faceless strip malls are giving way to attractive, mixed-use plazas that invite walking and social interaction. Where uninterrupted tracts of single-family homes have long ruled, pockets of high-density housing are taking shape, often near transit stations. Jurisdictions that once embraced development at any cost are drawing the line on growth, and setting aside precious open space for future generations. And here and there, city streets teetering on the edge of urban decay are getting a facelift and an infusion of investment.

Project Goals

Slowly but surely, project by project, local governments, developers and nonprofits are working together to redraw the "footprint" of urbanization. A major goal of the Smart Growth Strategy/Regional Livability Footprint Project is to nurture these smart growth ventures, and propagate them more widely across the region's nine counties and 101 cities. In the process, project sponsors hope to provide sufficient — and appropriately placed and priced — housing throughout the region without eroding pristine lands and open space.

More than a paper exercise, the Smart Growth Strategy/Regional Livability Footprint Project aims to change the underlying fiscal and regulatory infrastructure that is at the root of current growth patterns. Round One workshop participants spent a good deal of time formulating incentives and reforms that regional agencies, the state and even federal government could enact to make smart growth investments attractive and feasible. In Round Two, participants will refine this menu of "carrots and sticks" to come up with the most promising options for action by regional agencies, the California legislature and Congress.

Another important product of the workshop process will be an alternative set of 20-year land-use and transportation projections that — if adopted by ABAG — will in turn guide the infrastructure investments of the Metropolitan Transportation Commission and other regional partners.

The Round One Workshop Process

The heart of the fall workshops was a tabletop exercise in which groups of 10 or so gathered around a large, colorful map of their county, and pinpointed promising locations for new development. Working against the clock, they mixed and matched neighborhood and development types to come up with an idealized vision of the future. As they weighed their choices, a specially trained project staff member fed their suggestions into the PLACE^{3}S computer program, which modeled the results. In just a few minutes, the computer allowed participants to determine the impacts of their decisions on their county's housing supply, open space, transit accessibility and other measures of livability, and to adjust their maps accordingly.

This appears to be the first time any region in the country has engaged in a computerized group mapping exercise on this scale. Not surprisingly, there were some glitches here and there. Nonetheless, workshop evaluations were overwhelmingly positive, with a number of participants wishing they could have spent even more time on the exercise.

MORE THAN a paper exercise, the Smart Growth Strategy/Regional Livability ***Footprint Project aims to CHANGE*** *the* ***underlying*** *fiscal and regulatory* ***infrastructure*** *that is at the ROOT of current growth patterns.*

GROWTH TRENDS

If current trends continue, the Bay Area will grow by 1 million residents and 1 million jobs between now and the year 2020. On the surface, that sounds like a perfect balance, but take a closer look. Already there are more jobs than workers, with some 165,000 commuters flowing into the Bay Area each day from outlying areas. Since not all of the new residents predicted for 2020 will be part of the workforce, the worker/job gap is projected to worsen, with the number of in-commuters expected to grow. This trend has ominous implications for housing demand, traffic, air quality and open space, both within and outside the Bay Area.

An argument could be made for addressing this imbalance by curtailing the region's economy and job expansion. But fully half of the projected new residents will result not from in-migration from other areas, but from births outpacing deaths. In other words, the smart growth debate is not only about accommodating newcomers, but also about leaving livable communities for our own children and our grandchildren.

THE ALTERNATIVES

Many of the participants in the Round One smart growth workshops came to view the projected wave of growth not as a threat, but as an opportunity to build more livable communities. Each county workshop produced as many as a dozen schemes for accommodating future growth in a smarter way. Multiply that by nine workshops, and you have upwards of 100 countywide smart growth scenarios for the Bay Area.

In the ensuing weeks, the project team combed through the scenarios in search of common threads. Ultimately, the many scenarios were distilled into three regionwide, thematic smart growth alternatives. All three alternatives include housing for the million new residents expected by 2020, plus about 270,000 additional units to house workers (and their families) who would otherwise commute to the region from neighboring counties. By extension, all three alternatives allow for projected economic growth — and at the same time enhance the region's livability.

The three alternatives represent the breadth of ideas put forth by Round One participants. Even if the region's growth were to be slowed, these smart growth alternatives are still worth considering. They provide a framework for a more rational and livable future, no matter how fast or slowly our population grows.

Alternative 1 (Central Cities): *Locates compact, walkable, mixed-use and mixed-income development in the region's urban cores (San Francisco, Oakland and San Jose) and in each county's largest city or cities. Also locates new growth around existing public transit stations.*

Alternative 1 avoids development in outlying areas and hearkens back to an earlier era, when growth was concentrated in dense, vibrant cities and public transit was the preferred and most convenient commute mode. Imagine bustling mini-cities within cities and you have a picture of the effect growth in Alternative 1 would have on the region's principal urban centers.

Alternative 2 (Network of Neighborhoods): *Calls for development in many of the same locations as Alternative 1, but at lower densities. Additional compact, walkable, mixed-use and mixed-income development in other existing communities, along an expanded public transit network and on major corridors.*

Under Alternative 2, the region could see a rail renaissance, with stations — new and old — surrounded by compact, mixed-use development offering a range of housing types, jobs and the full spectrum of services, from cafes to dry cleaning and childcare. Many key thoroughfares throughout the region also would be in line for revitalization.

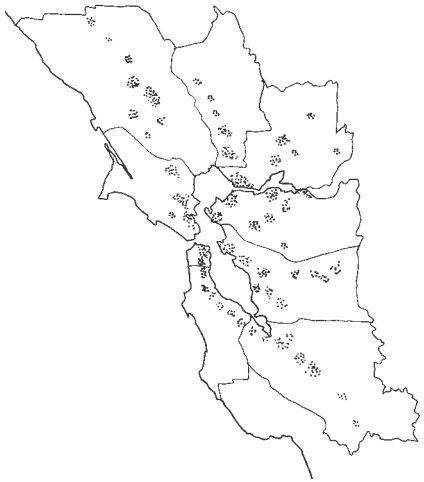
Alternative 3 (Smarter Suburbs): *Compact, walkable, mixed-use and mixed-income development in many of the same places as Alternatives 1 and 2, but at still lower densities. Additional growth at the region's edges at higher densities and with a better balance of jobs and housing than has been typical.*

On the surface, this alternative looks a lot like a continuation of current trends, but with a couple of important twists. The development in this alternative would balance some of the single-use development on the ground today — introducing a mix of housing types in the vicinity of office parks, and jobs to areas that are currently housing-rich — and would be denser than most existing or planned new suburbs.

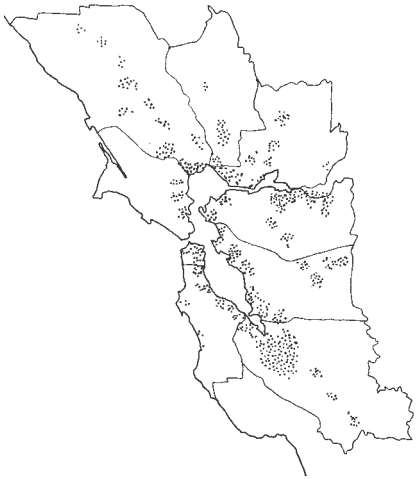
Current Trends Base Case: Though quite distinct from each other, the three alternatives share a common denominator: Each represents a departure from the "Current Trends Base Case," a term coined to refer to the "business as usual" pattern of growth that lies before us if we do nothing to chart a new course. The Base Case falls short in providing sufficient housing for workers, resulting in an ever-increasing in-commute. It envisions continued development in edge communities, with residential areas largely segregated from other uses. By extension, for many trips, the automobile will continue to be the primary mode of travel.

See the "Alternatives Up Close" chapter and the fold-out map at the back of this report for more information on each alternative.

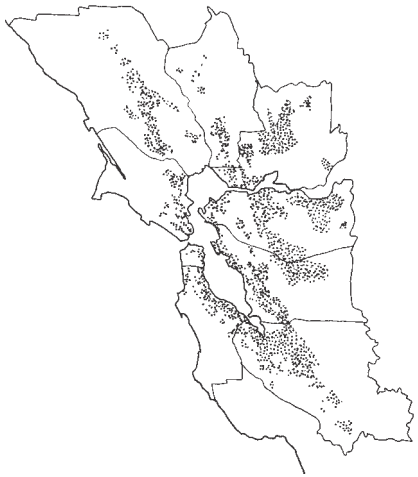
Alternative 1
Central Cities



Alternative 2
Network of Neighborhoods



Alternative 3
Smarter Suburbs



Current Trends Base Case

THE ALTERNATIVES IN BLACK AND WHITE

These maps show in bold relief the growth patterns foreseen in the three smart growth alternatives and the Current Trends Base Case. They indicate primary areas of change which includes both redevelopment of already developed areas ("infill") and construction on currently undeveloped lands ("greenfields").

We are at a critical juncture in the region's evolution, where ***decisions made today*** *will have LASTING IMPLICATIONS for* ***how we****, our children and our children's children* ***live****, work and play, far* ***into the future****.*

TECHNICAL APPENDICES

For more detailed information behind the analysis summarized in this report, please see the online technical appendices at:

www.abag.ca.gov/planning/smartgrowth/TechAppendix.html

Analysis of the Alternatives

Once framed, the three alternatives were subjected to a battery of tests to see how they measure up in terms of promoting a livable and sustainable lifestyle in the Bay Area circa 2020. And the results are in: Although all three alternatives envision considerably more housing — particularly more affordable units — than would the Base Case, they would consume less greenfield land. Indeed, because of the relatively compact and balanced nature of envisioned development, all three alternatives would result in less travel per capita and somewhat improved air quality compared to the Base Case.

That's not to say all three alternatives perform similarly on all levels. Go a little deeper, and some marked differences emerge. While all three smart growth alternatives house about the same number of people, they differ in their impacts on social equity, the environment and the jobs/housing match. The alternatives also have varying implications for residents' mobility and access to public transit.

The Round Two Workshops: Creating the Preferred Alternative

The three smart growth alternatives are presented as a framework for discussion. Round Two workshop participants will, no doubt, adjust or blend the alternatives to create the ideal vision for each particular county.

The hours and creative energy that you devote to the upcoming phase of this groundbreaking workshop process might be among the most important investments of your life. We are at a critical juncture in the region's evolution, where decisions made today will have lasting implications for how we, our children and our children's children live, work and play, far into the future.

** Results from the concurrent "Contra Costa: Shaping Our Future" process will be incorporated into the regionwide preferred smart growth alternative.*

BEYOND THE WORKSHOPS

The preferred land-use alternatives that emerge from each county's Round Two workshop will be knit together to form a preferred regionwide alternative for growth in the Bay Area*. The regionwide alternative will be expressed in terms of a detailed map that will show the type and location of future development preferred by Round Two workshop participants — as well as areas to be protected as open space. An accompanying report will detail this proposed vision for the future while outlining the fiscal incentives and regulatory changes needed to get there.

In many ways, the publication of the final project report will be a beginning rather than an end, launching a multi-pronged, multi-year process to create a hospitable environment for this new way of growing.

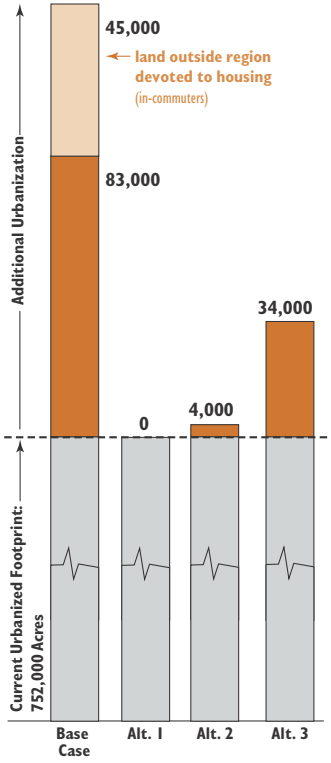
Step one will involve a public education and engagement campaign, to be spearheaded by the Bay Area Alliance for Sustainable Development, the coalition of business, environmental and social equity organizations that cosponsors the Smart Growth Strategy/Regional Livability Footprint Project.

The five regional agencies involved in the project likewise have their work cut out. The Association of Bay Area Governments (ABAG) has pledged to consider revising the region's jobs/housing projections to reflect the final smart growth vision. If the projections are revised, the Metropolitan Transportation Commission (MTC), in turn, will factor the region's new smart growth projections into its travel model — just in time for development of the next *Regional Transportation Plan*, which will guide transportation investments in the region well into the future.

And all project partners will vigorously pursue incentives and regulatory changes to encourage smarter development. This might mean reinventing their own policies and programs while working with lawmakers in Sacramento and Washington to formulate new laws and incentives to launch the Bay Area toward a smarter future.

The Analysis

GREENFIELD DEVELOPMENT
(ACRES CONVERTED)



ENVIRONMENT

Messages from Round One

- Let's try balancing open space and development in urbanized areas.
- People need more access to open space — including parks and greenbelts in urban areas.
- We should preserve sensitive habitats for both plants and animals.
- We have to work harder to preserve air and water resources.
- It's time to protect agricultural lands.

Greenfield Development

If the Bay Area continues to grow as it has in the recent past, 83,000 acres of currently undeveloped land could be covered with new structures by 2020. Amounting to an 11 percent increase in the urbanized Bay Area, this acreage is more than twice the area of San Francisco and will erode farmland, greenbelts, community separators and other types of open space.

Moreover, the housing units that would need to be built outside the Bay Area to accommodate in-commuters might require about 45,000 additional acres, assuming current average densities in surrounding counties of four to six units per acre.

Participants in all nine county workshops soundly rejected this Base Case future and instead suggested that expected job and housing growth should occur in compact, walkable communities in a variety of already-developed and new locations. Some went further with their land-use scenarios, confining all new growth to areas that are already developed today.

As shown on the fold-out map at the back of this report and on the adjacent bar chart, all three smart growth alternatives require considerably less greenfield development than the Base Case. This is remarkable, given that the alternatives each include on average 270,000 more housing units than the Base Case.

How can this be? How can a future that provides housing for all Bay Area workers within our nine counties consume less land, both within the Bay Area and beyond, than one that will require over a quarter of a million people to commute for hours each day to Bay Area jobs? The answer lies in the prevalence of mixed-use, compact communities that workshop participants envisioned for themselves and their children. This pattern of growth protects precious open space and agricultural land, both within the Bay Area and, possibly, in outlying areas such as the fertile Central Valley.

But all smart growth alternatives are not created equal in terms of greenfield development. While no development in Alternative 1 and just 4 percent of newly-developed acreage in Alternative 2 would be on greenfield land, 23 percent of land developed under Alternative 3 would need to be plowed under.

Air Quality

Paving over portions of paradise is not the only way that future development will impact the Bay Area's environment. Air quality, too, will suffer or improve, depending on exactly how the region grows. The more that residents, workers and others must depend on the single-occupant vehicle, the more polluted our air will be.

Since the three smart growth alternatives attempt to house all Bay Area workers within the region, it is interesting to see if the 265,000 residents who would otherwise commute from afar and their families will drive up the region's drive-alone rate or if their drastically reduced commutes will instead mean less vehicle travel and air pollution.

This analysis looks at five pollutants. Two — reactive organic gases (ROG) and nitrogen oxides (NO_X) — form smog, the brownish haze seen on warm days. Carbon monoxide (CO) com-

promises the human circulatory system, while it is thought that its cousin, carbon dioxide (CO_2), a "greenhouse gas," contributes to global warming. Finally, particulate matter (PM10) can make breathing difficult, particularly for asthmatics and others with respiratory ailments.

Because modern cars pollute so much less than their predecessors and because gasoline is becoming cleaner as well, Bay Area smog levels have been steadily decreasing since the 1970s. In fact, if the region develops according to current trends, by 2020 ROG, NO_X and CO levels are expected to be 25 percent, 55 percent, and 35 percent of 1998 levels, respectively. But cleaner vehicles and fuels won't significantly reduce CO_2 and PM_{10} — only reducing vehicle use will do that. And, reduced dependence on the auto will achieve even further reductions in ROG, NO_X and CO beyond what is currently projected.

VEHICULAR EMISSION CHARACTERISTICS (TONS/DAY)

CHARACTERISTIC	1998	2020 Base Case	Alt. 1	Alt. 2	Alt. 3
Reactive Organic Gases (ROG)	178	42	40	42	43
Nitrogen Oxides (NO_X)	251	137	134	137	141
Carbon Monoxide (CO)	2,044	717	694	715	734
Carbon Dioxide (CO_2)	473	609	580	599	616
Particulates (PM_{10})	64	84	80	82	84

The air quality picture looks brightest under Alternatives 1 and 2. Despite housing two-thirds more people than the Base Case, Alternatives 1 and 2 would result in slightly lower levels of all pollutants compared to the Base Case. Alternative 3 is expected to produce a slightly higher level of pollutants.

Water

Water is a valuable resource in the Bay Area. We import much of our water from the northern reaches of California and the Sierra, and past drought years have required significant curtailment in water consumption to make ends meet. Water utilities and engineers are constantly searching for new water sources for the region, but we still need to conserve water as much as possible.

Smart growth can't change the fact that each new job or household requires water to serve it. In fact, given the interconnected nature of the state's water system, new development just about anywhere in California affects the same overall water supply.

But smart growth can provide for new development in locations and building types that minimize water use. In the Bay Area, new development in cooler areas near the coast and the Bay requires less water than new development in hotter inland areas. And new multifamily units use less water than new single-family units, since they are smaller and have less landscaping.

Under current conditions in the Bay Area, each residential unit uses an average of 300 gallons of water per day. This consumption rate is likely to continue for new development under the Base Case; it might even rise since new Base Case development is projected to be primarily in hotter inland areas and to be composed of single-family homes.

Since the smart growth alternatives would place more development in inner parts of the Bay Area and in multifamily units, the alternatives would all lower the average rate of water consumption. New development under Alternative 1 would have the lowest average per household water consumption, at 220 gallons per day, for a reduction of 27 percent compared to existing conditions. Alternative 2 also would result in reductions in consumption, with average water consumption in new units at 250 gallons per day, a 17 percent reduction. Alternative 3, with its somewhat greater reliance on new development in inland areas and single-family homes, would result in average water consumption in new units of 280 gallons per day, a 7 percent reduction below today's rates.

Despite housing ***two-thirds more people*** *than the Base Case,* ***ALTERNATIVES 1 & 2*** *would result in slightly* ***lower levels*** *of all pollutants compared to the BASE CASE*

KEY TO ALTERNATIVES

- **Alternative 1**
  Central Cities
- **Alternative 2**
  Network of Neighborhoods
- **Alternative 3**
  Smarter Suburbs

VALLEY TRANSPORTATION AUTHORITY [VTA]

VTA light rail

TRANSPORTATION

Messages from Round One

- Emphasize mass transit over automobiles.
- We need more alternatives to the private car. More public transit, bike and pedestrian facilities, would help.
- I'd like to see more apartments near BART and bus stops.
- Let's consider requiring communities to plan for adequate densities before they get rail extensions.
- Wouldn't it make sense to replace boarded-up buildings along transit lines with new homes?

*By identifying **APPROPRIATE** places for new, **compact development** near transit, where many SHORT TRIPS CAN be **made on foot** and LONGER ones by **transit**, citizens of any of the smart growth alternative futures WOULD TRAVEL LESS than they would in the Base Case.*

Much of the Bay Area's developed area, like many western U.S. metropolitan regions, grew in the postwar era of the automobile, where housing, shops and offices are segregated from each other, thus requiring most people to drive a car to travel from place to place.

A number of changes in the intervening half-century have spurred many Bay Area residents to question this checkerboard pattern of development. Probably the most compelling is that the thoroughfares, boulevards and local roads that link these single-use districts are now packed with cars, with more on the horizon as each new development is approved. Widening streets to make room for more cars can work for awhile, but these "improvements" make crossing on foot or by bike difficult and unpleasant.

Round One workshop participants in all nine counties understood this transportation/land-use connection, and their smart growth alternatives bring together shops, offices and housing in mixed-income neighborhoods, often centered around a transit station. They dreamed of a Bay Area where walking to the store is possible, where taking nearby transit is the easiest way to get to work, where driving is an option, but not the only option.

Some Round One workshop participants were dubious: "Our roads are already too crowded. How could life be better with more people?" they asked. But by identifying appropriate places for new, compact development near transit, where many short trips can be made on foot and longer ones by transit, the Metropolitan Transportation Commission concludes that, on average, citizens of any of the smart growth alternative futures would travel less than they would in the Base Case.

Alternatives to the Automobile

What is it about the alternatives that could allow people to travel less? Today, less than one quarter of the region's residences and just 40 percent of its jobs are within convenient walking distance of a rail station or bus stop with frequent service. In all three smart growth alternatives, many more people would live and work in close proximity to public transit than in the Base Case, though to varying degrees. As shown in the bar chart on the facing page, Alternative 1 leads the way, with Alternative 2 close behind.

But, how many of the hundreds of thousands of additional people living and working close to transit stations would use them? Twice as many trips in Alternative 1 would be on trains and buses as compared to today, according to MTC. Although Alternative 2 does not manage to lure quite as many 2020 Bay Area residents out of their cars, if the yet-unfunded rail extensions that form the basis of Alternatives 2 and 3 are built, Alternative 2 leaps to first place!

Carpooling constitutes about 14 percent of work trips and stays about the same from alternative to alternative. When we add walking and bicycling to the equation, the analysis shows that the share of work trips made by non-auto modes is expected to grow from 13 percent to 14 percent under the Base Case and Alternative 3. The share of work trips made by modes other than the auto would grow to about 16 percent in Alternative 2 and to 20 percent in Alternative 1. If we look at all trips, under the Base Case and Alternative 3, 18 percent would be on an alternative mode (up from 16 percent in 1998), while the development pattern called for in Alternative 2 would result in 19 percent non-auto share and Alternative 1, 22 percent.

TRIP CHARACTERISTICS

	1998	2020 Base Case	Alt. 1	Alt. 2	Alt. 3
Work Trips					
Percent Transit	9%	10%	15%	11%	11%
Percent Walk, Bike, Transit	13%	14%	20%	16%	14%
Total Trips					
Percent Transit	6%	6%	9%	7%	6%
Percent Walk, Bike, Transit	16%	18%	22%	19%	18%
Zero-Auto Households	9%	8%	11%	10%	9%
Total Vehicle Miles Traveled (millions of miles)	128	175	167	172	176

Auto Ownership

Would all of these new transit riders, pedestrians and bicyclists mean that households of the alternative future would own fewer cars? Typically, there are strong correlations between household income and auto ownership and the amount of travel by automobile. (Note: There are some important Bay Area exceptions to this rule of thumb in some of today's densest and most upscale neighborhoods where many households rely on public transit, despite being able to afford owning and operating a car.)

Since the smart growth alternatives call for a tremendous amount of new housing affordable to very-low-income and low-income families, it follows that more Bay Area residents would be riding public transit as a result of lower income alone. However, as discussed in the upcoming Housing Affordability section, one of the most challenging aspects of any of the smart growth alternatives will be reaching the affordability goals set by Round One workshop participants. Therefore, in order to isolate the effect of the land-use alternatives on public transit ridership, this analysis assumes similar average regionwide household income.

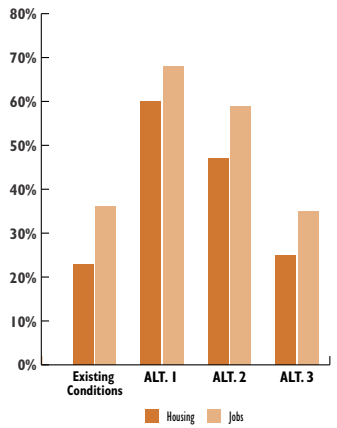
Using this assumption, MTC expects a significant increase in the proportion of households with zero automobiles under Alternative 1, in contrast to a Base Case projection that the number and share of these households will decrease. This presumably follows from the large numbers of new residents who would be living in core areas that are well served by public transit.

Congestion

The analysis above suggests that, despite housing many more people than the Base Case, due to the patterns of growth envisioned in the three alternatives, more and a greater share of Bay Area residents in 2020 would be taking transit, walking and bicycling. But what would all of the additional people accommodated by the smart growth alternatives mean for traffic on the region's roadways? Interestingly, the analysis shows that, due to the land-use patterns created by Round One workshop participants, total miles of travel — both for work trips and total trips — would not be quite as high under any of the alternatives as in the Base Case. Furthermore, average commute speeds would be expected to be about the same as in the Base Case, indicating that peak hour traffic would not be any worse. The differences between the three alternatives are smaller than the statistical error expected in a regionwide analysis of this nature.

PROXIMITY OF NEW HOUSING AND JOBS TO EXISTING TRANSIT

Percent of new development near rail or frequent bus service



KEY TO ALTERNATIVES

- **Alternative 1**
  Central Cities
- **Alternative 2**
  Network of Neighborhoods
- **Alternative 3**
  Smarter Suburbs

Alternative 1 would place the LARGEST PERCENTAGE of ***households*** *in analysis areas with good* ***jobs/housing MATCH*** *for NEW GROWTH, while providing almost as much* ***total balance*** *as Alternative 3.*

HOUSING

Messages from Round One

- It's about time we built enough housing for the Bay Area's workforce.
- I'd like to live upstairs from a cafe, where I could walk to the store.
- This region needs more infill housing projects.
- What about reusing vacant buildings for housing?
- Let's find new ways to build housing affordable to people of all incomes.
- Don't forget about existing residents!
- Why not try to provide jobs near housing?

Affordable Housing

The Need

In the decade from 1988 to 1998, the Bay Area produced 251,000 housing units. This was not enough to meet the demands of the region's workforce, forcing thousands of households to seek housing outside the Bay Area. The situation was even bleaker for very-low- and low-income families: During the same period, only about 100,000 of the units produced were affordable for very-low-, low- and moderate-income families. To meet market demands, an additional 90,000 units needed to be affordable to this segment of the population.

The under-supply of housing and the lack of affordable housing have driven housing prices up for everyone. Middle-income households outbid lower income households for modest units, and wealthier households outbid everyone else for housing originally built for the middle class. The crisis is particularly severe for very low- and low-income residents.

An increase in the total supply of housing is crucial for improving overall housing affordability in the Bay Area. Involvement of housing developers (both for-profit and non-profit) in this smart growth process is vital to addressing how to increase the production of housing and thus overall affordability. However, even with increased supply, housing will likely remain unaffordable for low- and very low-income households without governmental assistance and subsidies.

WAGES FOR REPRESENTATIVE OCCUPATIONS IN THE BAY AREA	
3-PERSON MEDIAN HOUSEHOLD INCOME (1 WAGE EARNER)	$64,200
Very Low Income (less than 50% of median)	
Child Care Worker	$20,000
Retail Salesperson	$23,500
Delivery Truck Driver	$27,600
Medical Assistant	$27,900
Low Income (50% - 80% of median)	
Emergency Dispatcher	$41,800
Elementary School Teacher	$48,000
Fire Fighter	$50,300
Loan Officer	$50,800
Moderate Income (80% - 100% of median)	
Computer Support Specialist	$55,200
Landscape Architect	$56,100
Police Patrol Officer	$63,600
Registered Nurse	$63,800

Salaries are calculated as the simple mean of the annual wages for the five Bay Area PMSAs
Source: HUD 2001 Income Limits; CA EDD 1998 OES (Escalated to 2001); BAE

The Alternatives

Most Round One workshop participants agreed that any smart growth alternative for the Bay Area should include an adequate supply of housing affordable for all income levels. All three alternatives represent a significant increase in total housing production, particularly new affordable housing construction, when compared with the Base Case. Each alternative calls for about 270,000 more housing units than the Base Case's 400,000 units, and each would especially improve affordability for low- and very-low-income households.

The proportion of new housing affordable to very low- and low-income households in each county is similar in all three smart growth alternatives because of the overwhelming agreement of Round One workshop participants in each county. In Alameda, San Francisco, San Mateo, Solano and Santa Clara counties, Round One participants called for 30 percent to 40 percent of new housing to be affordable to these income levels. The target was even higher, 40 percent to 60 percent, in the North Bay counties of Marin, Napa and Sonoma. And Contra Costa County Round One

HOUSING UNITS ENVISIONED

Income Level	Base Case Units	Alt. 1 Units	Alt. 2 Units	Alt. 3 Units
Very Low	33,400	178,000	179,300	178,700
Low	33,600	105,600	109,000	111,700
Moderate	87,200	161,000	164,200	163,100
Above Moderate	247,300	223,500	220,300	223,300
Total Housing	**401,500**	**668,100**	**672,800**	**676,700**

workshop participants set a particularly ambitious goal, specifying that two-thirds of new housing should be affordable to very low- and low-income households.

The affordable housing foreseen in all three alternatives would far outpace the current trends in affordable housing production. To meet the goals of workshop participants, new incentives and regulatory changes are needed to counteract existing forces on local governments and developers that discourage residential, mixed-use and compact development. In addition, special incentives would be needed to provide the level of very-low- and low-income housing envisioned by Round One participants. See pages 24-26 for a discussion of some of the regulatory changes and fiscal incentives identified at the fall workshops.

Jobs and Housing

The Balance Between Jobs and Housing

Some planners say that the solution to the Bay Area's chronic and worsening morning and evening commute traffic is a better balance of jobs and housing in a given area. If all our communities had balanced numbers of jobs and housing then, they say, enough people could live near their jobs to put a dent in congestion.

To assess the relationship between jobs and housing, this analysis looks at 15 overlapping commute areas (see map on page 14). Each is centered on an existing job center and extends to include housing within about a half-hour commute or less. An analysis area is considered to have an acceptable balance if there are a sufficient number of jobs within that area for at least 85 percent of the households.

Because jobs/housing issues are complicated, two different types of jobs/housing relationships are assessed. First is the relationship between the *total* of future jobs and housing units in each analysis area, including existing and future growth. Second is the relationship between *new* jobs and housing units.

A Look at the Totals

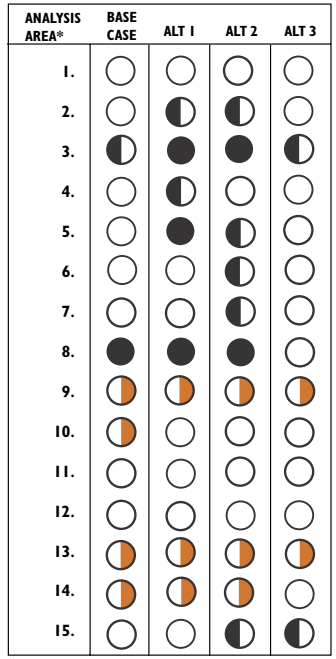
Some people feel that smart growth planning efforts like the Smart Growth/Footprint Project must improve the ultimate total balance of jobs and housing in each community. Unless we create communities with overall jobs/housing balances, they say, we will perpetuate current conditions in which many Bay Area residents have to drive long distances to work.

Despite its dispersed development patterns, the Current Trends Base Case would result in a total balance of jobs and housing in nine of the 15 analysis areas — accounting for 57 percent of Bay Area residents — in 2020. This would occur because the Base Case contains strong job growth without companion housing growth to support it. This job growth is forecast to occur in today's peripheral housing-rich areas, leading to an improved jobs/housing balance in these areas and a continuing imbalance in San Francisco and Silicon Valley.

Alternative 3 would result in the best regional total jobs/housing balance of the three alternatives, since it would place many new jobs in outlying residential areas. A total of 11 of the 15 analysis areas capturing 85 percent of the Bay Area's population would be balanced under this alternative.

The highly-focused development patterns envisioned in Alternative 1 also would result in a strong total jobs/housing balance. Although a total of only seven of the 15 analysis areas would be balanced, these areas would capture 71 percent of the Bay Area's population. Almost as many people would be living in balanced communities under Alternative 1 as in Alternative 3.

JOBS/HOUSING BALANCE OF TOTAL DEVELOPMENT



*See analysis area map on page 14.

- Unacceptable (over 30% job deficit)
- Marginally Acceptable (15-30% job deficit)
- Acceptable Match (less than 15% deficit)
- Marginally Acceptable (15-30% housing deficit)
- Unacceptable (over 30% housing deficit)

KEY TO ALTERNATIVES

- **Alternative 1**
  Central Cities
- **Alternative 2**
  Network of Neighborhoods
- **Alternative 3**
  Smarter Suburbs

Jobs/Housing Analysis Areas

The 15 jobs/housing match areas used in this analysis are shown on the map to the right and described below.

1. **Central Sonoma County** Healdsburg to Petaluma along Highway 101. Also includes Sebastopol along Highway 12 and Highway 116 corridors.

2. **Napa County** Calistoga to American Canyon along Highway 29 through the Napa Valley. Also includes Angwin and Pope Valley, northeast of St. Helena.

3. **Central Solano County** Dixon through Cordelia along Interstate 80.

4. **Marin County** Novato through Sausalito along Highway 101. Sir Francis Drake Boulevard through Lagunitas. Includes most of urbanized Marin County.

5. **Carquinez Strait** Includes American Canyon, Vallejo, Benicia, and western Contra Costa County, centered around the Carquinez Strait and along San Pablo Bay.

6. **Western Contra Costa/Northern Alameda** Crockett through Oakland and Alameda along Interstate 80, along the east shore of San Francisco Bay.

7. **Central Contra Costa** Walnut Creek, Concord and Pleasant Hill at core. Danville and Blackhawk through Martinez along Interstate 680. Lafayette, Moraga and Orinda along Highway 24. Also includes Benicia.

8. **Eastern Contra Costa** Martinez through Brentwood along Highway 4.

9. **San Francisco** Includes only the city of San Francisco.

10. **Greater San Francisco** Radiates out from San Francisco to San Rafael (Marin County), San Leandro (Alameda County) and Belmont, Foster City and Pacifica (San Mateo County).

11. **Central/Southern Alameda** Oakland through Milpitas on Interstate 880 along east shore of San Francisco Bay. Also extends along Interstate 580 and 680 corridors through Dublin and Pleasanton.

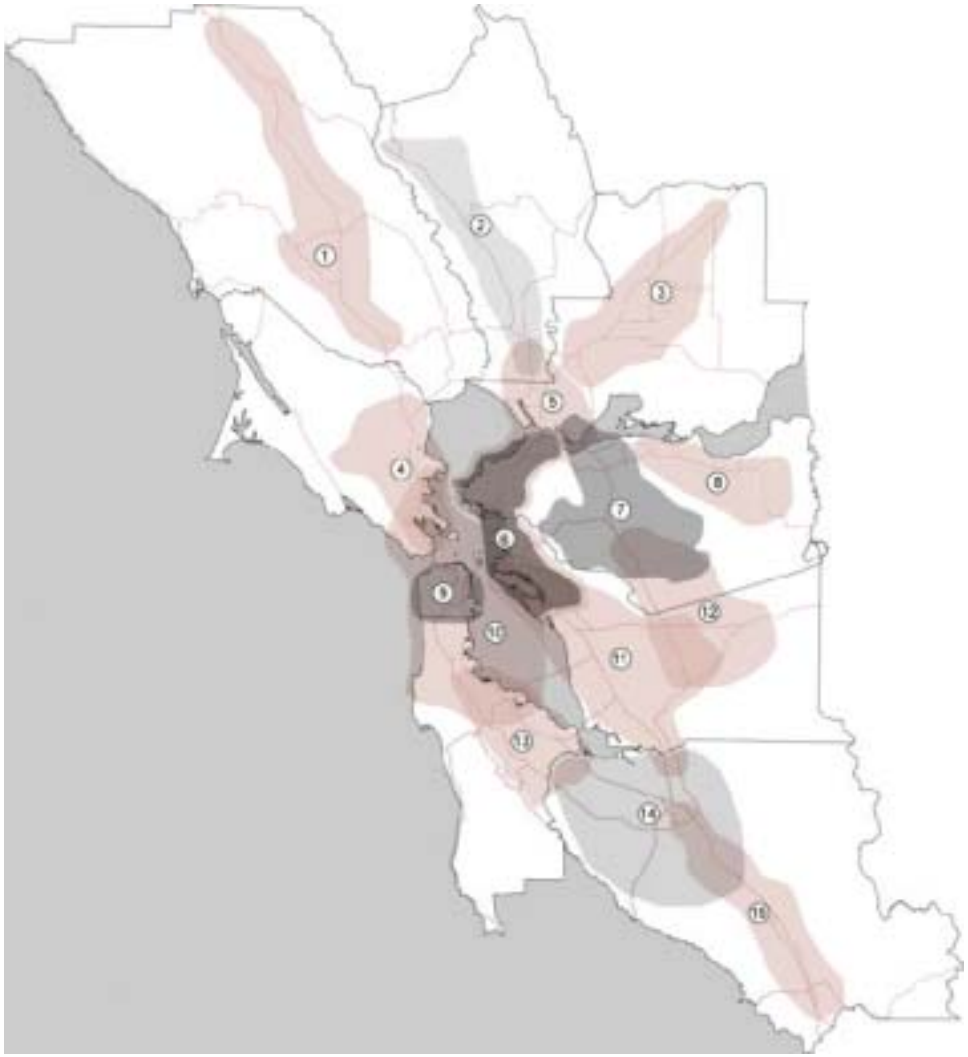
12. **Tri-Valley** Alamo to Pleasanton on Interstate 680. Also extends to Livermore along Interstate 580.

13. **San Mateo** San Francisco International Airport and Millbrae through Palo Alto along Highway 101. Also includes the hills of Woodside and Portola Valley.

14. **Silicon Valley** Northern borders of Santa Clara County (including Palo Alto and Milpitas) through San Jose, including Coyote Valley.

15. **Southern Santa Clara County** Downtown San Jose to Gilroy along Highway 101.

JOBS/HOUSING ANALYSIS AREAS



DESIGN, COMMUNITY & ENVIRONMENT

One of Alternative 2's specific intentions is to focus on creating new, balanced mixed-use communities. As discussed below, Alternative 2 would therefore result in fairly balanced new development, but it would not do as much as the other alternatives to improve the Bay Area's total jobs/housing balance. Under Alternative 2, five analysis areas capturing 50 percent of total households would be balanced.

Focusing on New Growth

Some people believe that striving for a total balance of jobs and housing is neither realistic nor advisable. Given that current Bay Area residents already have their jobs and homes, these people suggest that it is more important to try to balance job and housing growth in new development only. In this view, striving for better-balanced *new* development is the key to smart growth.

Looking at the relationship between new jobs and housing also makes it possible to add another dimension to the analysis: jobs/housing match. An analysis of match considers how the cost of new housing available in each area compares to the pay scales of new jobs in the same area. Such an analysis is not meaningful when assessing total future jobs and housing supply, since the Bay Area's current housing prices preclude a match between housing costs and incomes in most markets. But it is possible to see whether the incomes from new local jobs would be high enough to allow new workers and their families to afford new nearby housing. The results of this analysis of the jobs/housing match for new development are shown below.

Under current trends, there would be a very poor match between future jobs and housing. Development according to the Current Trends Base Case would lead to a match of housing cost and local incomes for new development in just one analysis area, accounting for just 9 percent of the total housing growth projected under the Base Case.

Under Alternative 1, the picture would improve dramatically. Seven analysis areas would show an acceptable jobs/housing match including the Bay Area's most populated communities. Seventy-six percent of all new workers would be able to live within 30 minutes of their jobs in new housing they could afford under Alternative 1.

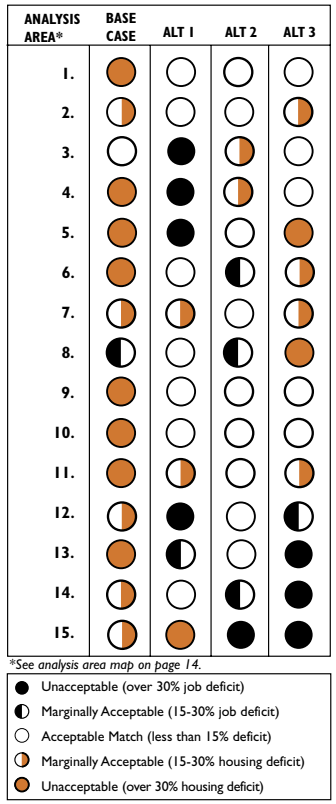
Alternative 2 would result in an acceptable match for new jobs and housing in even more analysis areas – nine of the 15. However, these areas are less populous than those with acceptable matches in Alternative 1, resulting in a total of 64 percent of all new households in the region in areas with a match between housing cost and job income.

In Alternative 3, new workers living in five of the 15 analysis areas would be able to find housing they can afford within 30 minutes of their homes. These four areas would account for 29 percent of all new workers in the region.

The Big Picture

The dream of a short commute will remain just that if the Bay Area continues to grow as it has in the past. All three of the alternatives offer significant improvements over the Base Case in terms of the region's jobs/housing balance, with different types of improvements in each case. The pattern of growth envisioned in Alternative 3 would provide the strongest balance of total jobs and housing in the future. Alternative 2 would provide a good match of new jobs and housing in the most analysis areas. Alternative 1 would place the largest percentage of households in analysis areas with a good jobs/housing match for new growth, while providing almost as much total balance as Alternative 3.

JOBS/HOUSING MATCH OF NEW DEVELOPMENT



KEY TO ALTERNATIVES

- **Alternative 1**
  Central Cities
- **Alternative 2**
  Network of Neighborhoods
- **Alternative 3**
  Smarter Suburbs

SOCIAL AND ECONOMIC EQUITY

Messages from Round One

- Our poorest neighborhoods must benefit from smart growth too.
- We must be careful that new growth does not displace existing residents and businesses.
- If well-planned, rail and bus improvements can benefit the transit-dependent most of all.

MUCH LESS GROWTH would occur in ***low-income communities*** *in* ***ALTERNATIVE 3*** *and the* ***BASE CASE,*** *which could create* ***less displacement pressure.*** *However,* ***these alternative futures*** *also offer* ***SIGNIFICANTLY FEWER OPPORTUNITIES*** *for* ***economic revitalization.***

Social equity within the smart growth framework ensures that people of all income levels have access to good schools and various types of employment. It means that low-income residents in particular benefit from new investment in their communities and have access to affordable housing and reliable transportation. Social equity gives all individuals access to economic opportunities, mitigates displacement by rapidly increasing housing costs, and promotes active engagement and participation by all residents in community planning efforts.

Under any of the alternatives (including the Base Case), the Bay Area's population and employment growth will present challenges and opportunities for lower income communities, and for making housing, services and employment available to residents of impoverished neighborhoods throughout the region. Smart growth strategies have the potential to reduce some of the current inequities in these areas. But if not managed well, smart growth also could trigger changes that disrupt communities and lead to increased displacement, economic isolation and segregation.

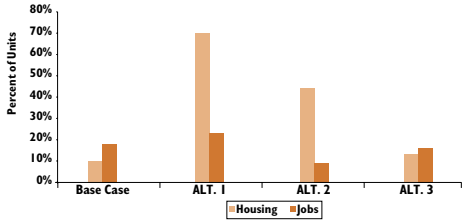
To assess these issues, five diverse low-income neighborhoods were selected from among the Bay Area's most impoverished communities for closer analysis of the consequences of growth. Urban, suburban and semi-rural locations, with varying levels of nearby employment and access to transit, are represented by Central East Oakland, North Richmond, East San Jose, Boyes Hot Springs and San Francisco's Bayview/Hunters Point district.

Growth Patterns in the Case Study Communities

The population and job growth rates of the five communities show clear differences between the Base Case and the three smart growth alternatives. Differences in household growth are wider than the changes in the number of jobs in these communities.

Under the Current Trends Base Case, there would be relatively little growth in the five case study communities and in impoverished communities in the region in general. Under the Base Case, the number of households in the case study communities would grow by just 10 percent, and employment by just 18 percent, compared to household growth of 16 percent and employment growth of 27 percent for the region as a whole.

PERCENT OF NEW HOUSEHOLDS IN ANALYSIS AREAS WITH A JOBS/HOUSING MATCH



Under Alternative 1, the Central Cities alternative, significantly more housing and jobs would be added in the region's poorest neighborhoods — as represented by the five case study areas — than in either of the other alternatives or the Base Case. This makes sense, given the concentration of poor neighborhoods in the region's central cities.

The level of housing in these areas also rises quite a bit under Alternative 2, though very few jobs are added. Since three of the case study communities are well-served by public transit, growth in these neighborhoods as a group is expected in this alternative.

Housing growth in the region's most impoverished communities is expected to be slightly higher under Alternative 3 than the Base Case, and job growth slightly less, consistent with this alternative's emphasis on the region's relatively affluent edges.

LOCATIONS OF FIVE CASE STUDY COMMUNITIES

But looking at the five case study communities together masks some interesting differences between these neighborhoods. Increases in housing supply would vary across the five communities, being generally greater in all three alternatives in Bayview/ Hunters Point, Central East Oakland and North Richmond, with lower rates of increase in East San Jose and Boyes Hot Springs. Central East Oakland and North Richmond — which already have substantial amounts of industrial and commercial land — generally would experience the greatest employment growth under each of the alternatives.

Social Equity Implications of the Alternatives

The sizable increases in household and job growth foreseen for the case study communities in Alternatives 1 and 2 could provide an opportunity for creating healthy, diverse, mixed-income communities with improved access to quality affordable housing for low-income residents. Positive changes in these neighborhoods, however, would occur only if necessary steps are taken to ensure equitable development.

Alternative 3 and the Base Case, on the other hand, would result in relatively little growth in housing or jobs in the case study communities when compared to the region as a whole. Under these alternatives, low-income neighborhoods would be likely to continue to suffer from under-employment, disinvestment, overcrowding and poor services.

Jobs/Housing Match

One possible benefit of smart growth in the region's poorest neighborhoods is new jobs for residents of these communities. However, this can only occur if there is a match between incomes from these jobs and the cost of nearby housing.

In the Current Trends Base Case, the need for housing that is affordable to very low- and low-income households would far exceed the supply. The three alternatives would all perform better than the Base Case in providing much needed affordable housing in impoverished communities.

Alternative 2 would perform best in its match between affordable housing need and supply in the case study communities. In four of the five jobs/housing analysis areas covering the case study communities, Alternative 2 would show no affordability gap for very low-income households. For the low-income population, two of the case study communities would have a slight affordability gap, but would still show an improvement over the other alternatives or the Base Case, while there would be no gap in the other three communities. Overall, Alternative 2 goes further to meet the housing needs of lower income residents than do the other alternatives or the Current Trends Base Case.

Growth raises concerns about PRESERVING the ***character*** *and* ***affordability*** *of communities, and ensuring that reinvestment* ***benefits*** *CURRENT RESIDENTS.*

KEY TO ALTERNATIVES

- **Alternative 1**
  Central Cities
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  Smarter Suburbs

Children living in a smarter suburb

In Alternative 1, the gap between affordable housing need and production would be reduced significantly relative to the Base Case. North Richmond and Central East Oakland would show no housing deficit for very low- and low-income families, but there would be significant deficits in the other three case study communities. Like Alternative 1, Alternative 3 would show an improvement in affordable housing match over the Base Case, but would still result in affordable housing deficits in four of the five case study communities.

Job Skill Level

More jobs in the region's impoverished communities will not help improve standards of living, even if wages are high enough to cover local housing costs, unless residents have needed skills. The Bay Area economy has a strong focus on the information-based "new economy." Over recent decades, there has been a decline in traditional high-paying manufacturing jobs and a proliferation of both high- and low-wage service sector employment. In the next 20 years, most jobs commanding incomes sufficient to raise a family above the poverty level will continue to require high levels of education and job skills, regardless of the pattern in which growth occurs.

The majority of adult residents in the five case study communities have education levels well below the regional average, which puts local residents at a disadvantage in competing for new high-skill, white collar jobs. Thus local workers may not qualify for new jobs in their areas, even under Alternatives 1 and 2, which call for large amounts of job growth in impoverished areas. Regardless of which alternative is implemented, aggressive job training and economic development programs would be needed to help ensure that job growth benefits existing low-income populations.

Commercial Services

The five case study communities have far fewer retail establishments than their demographics would suggest they can support. In four of the five case study communities, this lack of retail stores means that more money than necessary is leaving these neighborhoods, residents need to travel long distances to meet their basic shopping needs, and few local retail jobs and businesses are created as a result of residents' spending. Even in impoverished communities that are well-served by public transit, it is difficult to carry groceries, take children to childcare and run other errands on the bus or train.

There is already ample purchasing power in the current resident population for at least one more supermarket and several clothing stores in each of the four largest case study communities. Retailers are not locating in these communities because they do not see them as profitable. Even Boyes Hot Springs, which has a much smaller population than the other case study communities, appears to have the potential for a convenience store and a clothing store.

The growth called for in Alternatives 1 and 2 would further strengthen the ability of low-income communities to support services by increasing residential densities, boosting the number of nearby workers, and expanding the proportion of relatively higher income residents in these areas. All three factors — density, employees and income-mix employees — would contribute to a stronger market for many goods and services, which in turn would attract retailers.

Under Alternative 3 and the Base Case, existing conditions and trends in impoverished neighborhoods would change much less, creating less impetus for new retail development.

Overcrowding

The tight, expensive Bay Area housing market has led to serious overcrowding in many low-income neighborhoods, including all of the case study communities except North Richmond. High rents frequently force two or more families to share housing units designed for a single family.

Significant new housing construction in low-income communities like that foreseen under Alternatives 1 and 2 could help to address this issue if new units were made available at affordable prices to people already living in overcrowded units in the neighborhoods. Alternative 3 and the Base Case have less capacity to address overcrowding, since they include less housing

development in currently crowded areas. However, even Alternatives 1 and 2 would need to include programs to ensure both affordability and priority in assigning units to existing local residents if they are to help address overcrowding.

Access

The physical access of residents to employment and the larger region is another key issue in planning for equity. Several of the five case study communities, even those that have major mass transit facilities or routes within them, are currently lacking in adequate transit service, especially for reverse commutes and during off-peak hours. These gaps can prevent lower income residents from reaching blue-collar and service jobs for which they are qualified. In the absence of adequate transit, the high cost of car ownership for lower income families can put home ownership, savings for education, and other types of asset accumulation further out of reach.

Alternatives 1 and 2, which would increase residential densities in many impoverished communities, would help to address this issue by making transit more viable. With increases in the number of potential riders, transit providers might be more likely to add service in these areas. However, a concerted effort would need to be made to ensure that additional transit really would be provided. Without additional transit service, existing impoverished communities would remain just as isolated, potentially with even more underserved residents.

Displacement and Neighborhood Change

As noted above, substantial growth such as that proposed in Alternatives 1 and 2 could lead to important new opportunities in housing, jobs/housing match, retail services and transit. But if growth is not well managed, it also could lead to displacement and instability.

Lower income renters and business owners living and working in neighborhoods with relatively affordable building stock and access to downtown districts are the most likely to experience displacement as higher income persons and businesses move in.

Residents and businesses in impoverished communities would be at risk of displacement under the significant growth rates of Alternatives 1 and 2. Existing low-income neighborhoods could become increasingly attractive to higher-income residents and developers, thereby putting pressure on existing lower income residents and business people to move to new locations. Much less growth would occur in low-income communities in Alternative 3 and the Base Case, which could create less displacement pressure. However, these alternative futures also offer significantly fewer opportunities for economic revitalization.

Capitalizing on Change

In order to capitalize on the opportunities for revitalization of lower income communities inherent in smart growth while also discouraging displacement, the growth and change proposed for low-income communities would need to be accompanied by reinvestment and affordability strategies. Here are some of the ways that residents of these communities think these issues might be addressed:

- Training and education could help qualify local residents for new, local jobs.
- New job development in low-income communities could be targeted to current skill levels of local residents.
- Transit-oriented development and improved public transit service (particularly reverse commute and off-peak) could significantly improve access to new and existing jobs and services throughout the region.
- New business opportunities in low-income neighborhoods could be targeted to local firms and residents.
- Affordable housing could be built throughout the region to avoid concentration in impoverished communities.
- Current overcrowded conditions could be addressed by ensuring that existing residents are given priority for new units in a given neighborhood.
- The affordability of existing housing could be maintained through methods such as new financing for long-term subsidies set to expire soon.

Substantial growth *such as that proposed in Alternatives 1 and 2 COULD LEAD to important* ***NEW OPPORTUNITIES*** *in HOUSING, jobs/housing match, RETAIL SERVICES and transit. But if GROWTH is* ***NOT WELL MANAGED,*** *it also COULD LEAD to* ***displacement*** *and* ***instability.***

KEY TO ALTERNATIVES

- **Alternative 1**
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DEVELOPMENT FEASIBILITY

Messages from Round One

- Who wants to live all cramped together, anyway?
- Folks want housing options as they pass through the stages of life.
- What's keeping developers from building?

Forty-two percent of potential home buyers said they WOULD BE WILLING TO BUY a ***higher density, attached housing unit*** *if it meant LIVING NEAR THEIR WORK…*

Smart growth will not occur easily. Land supply, market forces and local regulations all have the potential to stand in the way of realizing any of the smart growth alternatives.

This section estimates how "doable" each alternative might be, and the next lists incentives, regulatory changes and other public policy changes identified by Round One workshop participants that might help to make any smart growth dream a reality.

Marketability

Two-thirds of the housing built in the 1990s consisted of single-family homes, though this trend varied substantially by county. More than 87 percent of new Solano County housing units fit this description, while only half in Santa Clara County and just 10 percent of new housing in San Francisco were single-family homes. Looking at 2020, two-thirds of the housing in the Current Trends Base Case are again projected to be single-family, distributed by county along similar lines as recent history.

All three alternatives show far fewer single-family homes than the Base Case. The most dramatic departure from Current Trends is found in Alternative 1, in which just 26 percent of new housing would be single-family. Alternative 2 shows 39 percent and Alternative 3, 54 percent, single-family homes. In Alternatives 1 and 2, much of residential construction would consist of apartments, townhouses, condominiums, lofts and other multifamily units. In Alternative 3, new single-family units would predominate, but to a lesser extent than under the Base Case.

Adding units in these proportions would slightly alter the regional housing stock mix by 2020 to 54 percent single family in Alternative 1, 57 percent single family in Alternative 2 and 59 percent single family in Alternative 3.

The higher levels of multifamily units in the three alternatives compared to the Base Case raise some important questions: Would people in the Bay Area really flock to multifamily and attached housing? Or will hordes of Bay Area commuters continue to turn to the Central Valley for a shot at the American dream of the single-family home and a big back yard?

In a 2000 survey, the Home Builders Association (HBA) of Northern California found that 43 percent of shoppers looking for a home in single-family subdivisions were "mainly considering a single-family home." A whopping 61 percent were willing to drive up to 20 miles farther to work if housing were more affordable in outlying areas. [1]

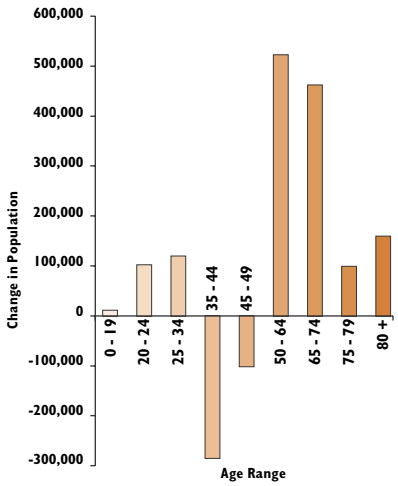
Yet in the same survey, 42 percent of potential home buyers said they would be willing to buy a higher density, attached housing unit if it meant living near their work and it cost no more than a conventional single-family home in an outlying area. This same interest in more compact housing types in exchange for a shorter commute has been found in studies conducted for downtown Oakland and downtown San Francisco, particularly among young single workers and "empty nesters."[2]

On a national level, too, acceptance of smart growth design principles like smaller lots and more compact development seems to be growing. One study of 2,000 buyers of both newly constructed and resale homes noted, "Often what buyers want is NOT what they get. One of the main reasons behind this is that they couldn't find what they wanted in their markets."[3] This study found that homebuyers wanted less sprawl and more "small town," pedestrian-oriented shopping and gathering places.

Changes in demographics also might support the construction of more multifamily units. Households attracted to urban infill housing tend be nontraditional households such as young singles, childless couples, "empty nesters," and the elderly. These groups are gaining in size in the Bay Area, which is expected to undergo a dramatic change in its age composition in the next 20 years. The 20- to 24-year-old and 55-and-over population groups together are expected to increase by over 1.2 million people in the next 20 years. Both have relatively high percentages of people who are interested in small units, senior housing, compact housing near workplaces and urban amenities, and other types of infill housing.

These trends, taken together, suggest that there could be sufficient market demand for the types of housing foreseen in the alternatives. As stated in a national study of future housing demand, "Since the driving force for the future is the age-based growth of households that have largely completed child-rearing, the residential future of cities may well depend on how they appeal to people in life's later stages." [4]

BAY AREA POPULATION CHANGE BY AGE (2000–2020)



Available Land Supply

The Round One workshops for the Smart Growth Strategy/ Regional Livability Footprint Project encouraged participants to envision future Bay Area development patterns without explicit regard for whether new development would "fit" on current vacant lands. Round One participants were encouraged to take a long-term view, and to consider the potential for redevelopment over a 20-year period.

Following the workshops, analysis of the alternatives compared the proposed development patterns and densities in each planning area to the amount of vacant land, according to county assessor parcel data published by Metroscan. The goal of this "fit" analysis was to determine the number of acres that would need to be redeveloped to accommodate each alternative. The analysis assumed that all needed vacant land in each planning area would be developed and that other land in each planning area would be redeveloped to accommodate remaining growth.

For the purposes of this analysis, "redevelopment" means construction on any site that today has development on it. Redevelopment sites generally contain underutilized and older buildings. They typically occur along older transportation corridors, in obsolete industrial areas, or on large surplus sites such as Alameda Naval Air Station and San Francisco's Mission Bay.

The "fit" analysis found that Alternative 1 would require the redevelopment of 33,000 acres to accommodate the growth envisioned. Alternative 2 would require redevelopment of 41,000 acres, while Alternative 3 would require redevelopment of 45,000 acres of already-developed land. These acreages reflect partial development of most planning areas: Since each place type includes a variety of building types, many existing structures would be consistent with Round One workshop participants' scenarios. The Base Case would require almost no redevelopment, since it presumes that most new growth will take place on currently undeveloped sites.

NEWMARKETLOFTS.COM

New Market Lofts, Oakland

ARTTODAY.COM

New single-family home under construction

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- **Alternative 3**
  Smarter Suburbs

***GIVEN** today's set of DEVELOPMENT **carrots** and **sticks,** Alternative 3 is the **most feasible** of the three, due to its focus on PERIPHERAL, **currently undeveloped** sites.*

The level of redevelopment foreseen in all three alternatives could be an impediment to their feasibility. The alternatives are expected to be implemented over a 20-year horizon. Over this time frame, they would require redevelopment of between 1,650 and 2,250 acres per year. This level of redevelopment may be feasible given the size of the Bay Area and the fact that redevelopment projects are common throughout the region. However, it might exceed the capacity of the marketplace, and might also face resistance from "NIMBYs" — Not In My Back Yard — who oppose change in their communities. The next section of this report discusses policies and regulatory changes that might help to address these issues.

Financial Feasibility

It will take more for smart growth to succeed than interested buyers and enough building sites. In order for developers to build compact, infill and transit-oriented development, it needs to be financially feasible. Both for-profit and nonprofit developers must make their projects "pencil out" if they are to build them. Government subsidies can help in some cases to make ends meet, but in the end, infill development costs (including a reasonable profit) cannot exceed the rent or selling price future residents will be willing and able to pay.

The financial feasibility of new development in the region will vary substantially depending on a host of factors, including location, timing, national economic trends, local market conditions, land prices, construction costs, local regulations, and the financial requirements of developers and investors. Due to the complexity and variability of each of these factors, this analysis does not look at the financial returns of future development projects. However, the development types used in the alternatives are based on multiple real-world examples from the Bay Area, many of which were recently constructed, proving that, at least under some conditions, the types of development foreseen in the alternatives can be financially feasible.

To further assess financial feasibility across the alternatives, this analysis focused on the broad categories of current land uses in the planning areas designated for new development. Each alternative envisions using a different mix of currently developed and vacant land to accommodate new growth. Alternative 1 concentrates new growth in relatively expensive, already-developed places such as downtowns and employment centers, creating the biggest financial feasibility challenge among the alternatives. Alternative 2 would be less expensive to develop than Alternative 1, because most development would occur in areas that are less expensive to redevelop, such as residential neighborhoods, shopping areas and large, underutilized sites. Alternative 3 with its strong reliance on development of large, underutilized and greenfields sites throughout the region, would result in more large-scale development projects, creating lesser financial challenges than the other alternatives, from a private developer's perspective.

If there is no change in the current mix of rewards and incentives for development, overall, Alternative 1 would be the most difficult of the land-use alternatives to achieve, due to its greater reliance on expensive, already-developed sites. Although growing along the lines of Alternative 2 will require redeveloping more land than in Alternative 1, because it is less intensively developed today, it may be easier to modify. Again, given today's set of development carrots and sticks, Alternative 3 is the most feasible of the three due to its focus on peripheral, currently undeveloped sites.

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[1] HBA News, June 2000.

[2] *Old Town Square Market Feasibility Study* (BAE 1997), and *Demand for Downtown Housing in South San Francisco* (BAE 2000).

[3] *Community Preferences: What the Buyers Really Want in Design, Features, and Amenities* (American LIVES, Inc., 1999).

[4] *The Implications of Changing U.S. Demographics for Housing Choice and Location in Cities* (Martha Farnsworth Riche for the Brookings Institution, 2001).

Incentives and Regulatory Changes

Incentives And Regulatory Changes

Working together to create a VISION of a more sustainable future is a critical component of the Smart Growth Strategy/Regional Livability Footprint Project, BUT it is just the first step.

Working together to create a vision of a more sustainable future is a critical component of the Smart Growth/Footprint Project, but it is just the first step. Our current development pattern is to a great extent influenced by a set of carrots and sticks. Local governments' reliance on sales taxes makes retail development more attractive than new housing. Environmental regulations designed for undeveloped areas sometimes impede more efficient infill development. And some infrastructure funding formulas favor sparsely developed areas over densely populated, but geographically smaller, areas. All told, existing incentives and regulations largely dictate our current development patterns.

These incentives and disincentives come from our tax system, regulations on land use and the criteria we use to distribute state and federal funds, among other mechanisms. They shape the decisions that localities, private developers and even neighborhoods make. While none of these incentives or regulations are set in stone, changing decades of fiscal and regulatory tradition will require new carrots and sticks.

There are many ways that regional agencies and state and federal governments can support local smart growth land-use decisions. Round One public workshop participants supported many of the ideas suggested in the Round One briefing book, and generated a wealth of original ideas. Following is a sampling:

Fiscal Reform

Local governments are largely dependent on sales tax revenue to support local services, since the property tax rate is capped by the state's Proposition 13. The resulting limits on residential taxation and emphasis on sales taxes lead jurisdictions to compete with one another for retail development, which in turn has created interjurisdictional fiscal inequities and a regionwide bias against new housing construction, particularly affordable housing. Fiscal reform at the state level might help to reverse these trends:

- **Return property tax to local governments.** During the early 1990s, the state shifted $3 billion of local property taxes from local governments to the Educational Revenue Augmentation Fund (ERAF), which supports public schools. Shifting this money back to local governments, and restoring state support of public schools, could reduce local governments' reliance on sometimes inappropriate retail development.
- **Share tax revenue.** Sales and property tax revenues could be shared between communities in a region. This would reduce the fiscal desirability of commercial/industrial development relative to housing, and help mitigate the current fiscal inequities between communities.
- **Split property tax rate for land vs. improvements.** By taxing vacant land at a higher rate than the structures built on that land, property owners might be encouraged to develop their property more intensively.

Financial Incentives

Sometimes financial rewards for certain types of development can help local governments, developers and others overcome biases that favor automobile-oriented, single-use, market-rate development. Possibilities include:

- **Reward school districts** for developing joint community facilities in connection with new neighborhood schools. Reinvigorating a sense of community is an important element in the creation of more livable neighborhoods. Schools, both new and newly renovated, that function also as community centers, give vitality to neighborhoods after school hours while providing needed gathering places.
- **Provide funds to encourage development of walkable communities.** Local governments and developers need financial incentives to build mixed-use, compact and transit-oriented development because these new patterns can be more expensive to build than their single-use, spread-out, automobile-oriented counterparts.

- **Create "smart growth zones"** where state and regional investment could be targeted. This arrangement would focus public money on creating or redeveloping communities where residents, workers, shoppers and others have transportation options and opportunities for social interaction, all of which are important components of smart growth.
- **Reprioritize transportation funding** to bolster appropriate development around rail and bus nodes and improve the frequency and reliability of public transit. Programs that could be broadened or augmented include MTC's Transportation for Livable Communities and Housing Incentive programs and other state and federal transportation funding programs.

Regulatory Changes

State regulations also could be amended to encourage smart growth development patterns. Examples include:

- **Create limited exemptions to the California Environmental Quality Act (CEQA).** Although transit-oriented and mixed-use projects can increase local congestion by attracting more people and cars to an area, such projects can allow residents to run more errands in the surrounding neighborhood on foot. Although some Round One workshop participants were nervous about discussing any changes to CEQA, others proposed exempting these projects from CEQA altogether or only from currently required traffic analysis. A similar exemption already exists for low-income housing projects of 100 units or less.
- **Provide construction defect litigation relief.** Housing developers often cite the prevalence of construction defect lawsuits as a reason that it is difficult to build condominiums. The state could adopt regulations that limit the potential for such lawsuits, while protecting consumers with warranties to ensure quality housing.
- **Create and enforce living wage standard.** Smart communities are diverse communities. By setting a minimum wage that can support a full-time worker, the state would be helping to foster stable communities.

NEW AND PROPOSED INCENTIVES

Here are some ideas for incentives and regulatory changes that have recently been proposed or developed:

Community Capital Investment Initiative
In partnership with the Bay Area's poorest communities, high priority Bay Area Alliance project to attract private investment and smart growth to these neighborhoods. **CCIIBAA@BayAreaAlliance.org**

Speaker's Commission on Regionalism
Blue ribbon committee of elected, business, environmental, labor and equity leaders from throughout California. Recently released report identifies state policy changes needed to allow regions to address economic competitiveness, persistent poverty, underemployment, traffic congestion, long commutes, unaffordable housing, and loss of open space and habitat. **www.regionalism.org**

The Urban Land Institute (ULI)
ULI's California Smart Growth Initiative is guided by business, development, environmental, social justice, civic and local government leaders from throughout the state, convened to identify specific priority areas and actions that the state of California should take to promote smart growth practices. Recommendations scheduled to be released this summer. **www.smartgrowthcalifornia.uli.org**

Transportation for Livable Communities
The Metropolitan Transportation Commission is tripling its Transportation for Livable Communities program, from $9 million to $27 million annually. This program funds both capital and planning projects and a separate Housing Incentive Program. **www.mtc.ca.gov**

ARTTODAY.COM

California state Capitol, Sacramento

*To change **decades** of **fiscal** and **regulatory** tradition will require new CARROTS and STICKS.*

INNOVATIVE BAY AREA AFFORDABLE HOUSING PROGRAMS

Already, local Bay Area communities have created programs to spur affordable housing development. Here are some examples:

Farm Worker Housing. Smart Growth Caucus Chair and Assemblymember Pat Wiggins and the Napa Valley Vintners Association have sponsored a bill that would allow Napa County to levy a tax on planted vineyards to provide housing for their employees. Vineyard property owners who provide housing for their workers are exempted from the tax.

Bonds. In 1996, San Franciscans passed a $100 million general obligation bond that is being used to create 2,400 units of housing. Current plans call for a $200 million bond measure on the November 2002 ballot.

Redevelopment Area Commitment. Oakland, San Francisco, San Jose and Santa Clara are leading the way in raising the portion of their redevelopment funds dedicated to affordable housing.

Location Efficient Mortgages (LEMs). These are special mortgages for housing in convenient neighborhoods and close to public transit where data shows members of average households drive less and spend less on transportation. LEMs allow households to qualify for larger mortgages by taking reduced automobile expenses into consideration.

THE UNIQUE CHALLENGE OF AFFORDABLE HOUSING

One of the largest challenges to implementing any of the alternatives will be creating the vast increases in affordable housing throughout the Bay Area that Round One workshop participants desire. Constructing a wide range of housing in every community is crucial for achieving the economic diversity needed to maintain a healthy region. The Bay Area needs policies that are intended to provide housing for all segments of the Bay Area's workforce. Additional specific policies are needed to create housing affordable to very low-income households.

Communities can intentionally encourage the development of a diversity of housing types — small lot single-family homes, second units (typically built behind existing housing), townhouses and apartments. Some existing policies that limit development to single-family detached houses or establish large minimum lot sizes have contributed to increased housing prices — often beyond the reach of lower income and even middle-income households, and should be avoided.

Local governments also can work with nonprofit and for-profit developers to create permanently affordable housing. Many such developers are active in the Bay Area. Following are policies that local governments have used to encourage or require the development of affordable housing:

- Incentives that encourage the construction of affordable housing include allowing developers to build more densely than they would otherwise be permitted, processing permits more quickly than usual and providing project subsidies.
- Inclusionary zoning requires new housing development to include a certain percentage (usually 10 percent to 20 percent) that is affordable to very low-, low- and moderate-income residents. Although some feel that such policies unfairly burden buyers of market-rate units in the same development, East Palo Alto, Union City, San Francisco, Richmond, Danville, Napa, Dublin, Petaluma, Santa Rosa and many cities in Marin have inclusionary zoning.
- Jobs/housing linkage fees require all new job-generating projects to pay a fee toward the development of affordable housing. Although some feel that these fees unfairly penalize businesses producing new jobs, many communities have already adopted them, including Cupertino, Menlo Park, San Francisco, Pleasanton, Livermore and Napa. Some counties' cities are working together to pass countywide fees.
- Reduced parking requirements for housing in close proximity to public transit can reduce development costs and increase affordability.
- Increased public investment in affordable housing can fill the funding gap that currently prevents the creation of housing affordable to low- and very low-income households.

The Alternatives Up Close

CURRENT HOUSEHOLDS AND JOBS

County	Households	Jobs
Alameda	514,600	725,800
Contra Costa	338,900	360,100
Marin	99,500	123,500
Napa	46,200	59,700
San Francisco	315,600	628,900
San Mateo	254,400	380,400
Santa Clara	567,100	1,077,200
Solano	130,300	129,500
Sonoma	171,500	203,500
Total	**2,438,100**	**3,688,600**

Under the BASE CASE, almost ***one-third*** *of needed HOUSING would be built* ***outside*** *the Bay Area.*

This chapter provides detailed descriptions of the Base Case and the three smart growth alternatives. Maps of each are on a fold-out poster, attached to the inside back cover of this report.

CURRENT TRENDS BASE CASE

The Current Trends Base Case places development in the areas foreseen by ABAG in its projections for the Bay Area. ABAG only allocates this growth to census tracts, some of which are very large. The analysis for the Smart Growth/Footprint Project has further distributed the projected growth to more specific locations.

Under the Base Case, most new housing growth would occur in peripheral areas, particularly in eastern Alameda and Contra Costa counties, southern Santa Clara County, as well as in Solano and Sonoma counties. Job growth also would occur in these areas, with additional concentrations in existing job centers in San Francisco and Silicon Valley. The Current Trends Base Case also would result in a shortfall of housing for the nine-county Bay Area, with almost one-third of needed new housing built in counties outside the Bay Area.

Alameda

In the Current Trends Base Case, Alameda County would be second among counties in the region in terms of the number of jobs generated, with significant employment-related development throughout the county. Increased job development would occur in Dublin, Livermore, Pleasanton, Fremont's bay shore, west Oakland, west Berkeley, and Emeryville, at Oakland International Airport, and the Alameda Naval Air Station.

The eastern part of the county would be expected to have the highest population growth rate, while the western part of the county would see the most growth numerically. The largest increases in housing would occur in Dublin, Pleasanton, Livermore, Emeryville, at the Alameda Naval Air Station, and along the Fremont bay shore.

Very little new development would be expected in Berkeley, Albany or most of Oakland.

Contra Costa

If Contra Costa County grows according to current trends, much of the new development will occur in the eastern part of the county. Not much development would occur in the central part of the county, while the East County communities of Antioch, Brentwood, Pittsburg and Oakley would be expected to grow substantially.

Under the Base Case, Contra Costa County would add the second highest number of housing units of any county in the region. Job growth would occur in Brentwood, Oakley, and Pittsburg, and also in North Concord, San Ramon, Richmond and Martinez.

Significant new residential development would occur in Brentwood, Oakley, Pittsburg and Antioch. North Concord, Bay Point and San Ramon also would see residential growth, with more minor residential development in Hercules and downtown Walnut Creek.

Marin

Under current trends, ABAG does not expect much job or housing growth in Marin County over the next 20 years. In fact, the county's population is projected to grow at the slowest pace in the region. Most expected growth is expected along the Highway 101 corridor, with residential growth at St. Vincent's/Silveira, Hamilton Air Force Base, north Novato and at the Civic Center area in San Rafael. Limited employment growth would occur at the edge of Novato and San Rafael.

Napa

Most of Napa County's growth under the Base Case is expected to be in the southern towns of Napa and American Canyon, which are closest to the rest of the Bay Area and to county job centers. Most of the new jobs in Napa County would be located in the southern areas of the city of Napa, in American Canyon and at the airport industrial area. Residential development would be focused in American Canyon and at the outskirts of the city of Napa.

San Francisco

If current trends continue, San Francisco is projected to add 100,000 new jobs over the next 20 years. However, it is still expected to account for a smaller percentage of the region's jobs than it does today, reflecting a trend away from San Francisco as the primary employment center. Increased job densities would occur in the east side of the city: in the Financial District, South of Market, Mission Bay, Hunters Point and along the Third Street corridor, with additional employment development in the Presidio.

San Francisco is projected to maintain its position as the region's fourth most populous county and to continue to have the densest residential development in the region. However, there would be relatively little residential growth in the city, with the only significant housing development at Mission Bay.

San Mateo

Under current trends, job growth in San Mateo County is expected to occur throughout the county because of its diverse economy. Increased job densities would occur along the bay shore near San Francisco International Airport and in Redwood City, San Mateo, and East Palo Alto.

Meanwhile, little housing development is expected in San Mateo County, despite the county's strategic location between the region's two primary employment centers. Significant residential development is foreseen only in Brisbane and Half Moon Bay.

Santa Clara

Santa Clara County is forecast to be the regional leader in adding households and second in job growth between 2000 and 2020. Increased employment densities are expected at Moffett Field, Stanford, central San Jose, Milpitas, Sunnyvale, Morgan Hill and Gilroy.

Santa Clara County would continue to be the most populous county in the region, and San Jose the most populous city in the Bay Area. Housing development in the county would be dominated by San Jose, because of its large relative size. New housing areas would be predominantly in the south part of the County, in south San Jose (including Coyote Valley), Morgan Hill and Gilroy. Infill residential development also is expected in the northern part of San Jose.

Solano

Over the next 20 years, Solano County is expected to have the largest percentage increase in both population and job growth of any county in the Bay Area. Rio Vista is forecast to experience the largest percentage increase in population and households in the region. Increased employment would occur at Mare Island, Travis Air Force Base, north Vacaville, Dixon and Rio Vista. New residential development would occur in Fairfield near Travis Air Force Base and at Green Valley, in north Vacaville, and in Rio Vista. Continued increases in the number of households also are expected in Dixon, the Bay Area city closest to Sacramento.

Sonoma

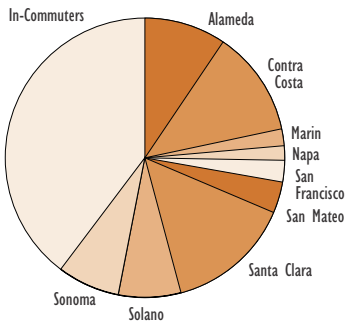
Approximately half of all new jobs expected in the county under current trends would be located in the Santa Rosa area, one of the region's traditional job centers. Rohnert Park, Petaluma and Windsor also would contribute significantly to the county's job growth.

Windsor and Cloverdale are expected to experience the highest rates of residential growth in Sonoma County in the Base Case. Significant residential development also would occur at the outskirts of Petaluma, in Rohnert Park, and in Santa Rosa.

GROWTH IN BASE CASE (2000-2020)

County	Change in Housing	Change in Jobs
Alameda	64,200	238,800
Contra Costa	81,900	140,500
Marin	11,900	27,000
Napa	12,500	30,100
San Francisco	15,900	102,800
San Mateo	24,100	71,400
Santa Clara	97,800	231,000
Solano	48,900	81,300
Sonoma	44,300	95,600
Total	**401,500**	**1,018,500**

BASE CASE: HOUSING ALLOCATION BY COUNTY



ALTERNATIVE 1: CENTRAL CITIES

In Alternative 1, most development would occur in the most centrally located parts of the Bay Area: San Francisco, the inner East Bay, and San Jose. There also would be new development along the Caltrain corridor between San Francisco and San Jose, and in the North Bay's largest communities.

This alternative results in the greatest growth in San Francisco, when compared to the other alternatives, while the growth in outlying counties tends to be less than that foreseen in Alternatives 2 and 3.

*Alternative 1 locates most **new growth** in each COUNTY'S LARGEST CITY or cities and places emphasis on the **REGION'S** LARGEST CITIES: San Francisco, Oakland and San Jose.*

Alameda

In this alternative, development in Alameda County would be focused along the northern bay shore from Albany to San Leandro, with an emphasis on mixed-use and town center/downtown development patterns. Additional mixed-use and town centers are included in downtown Fremont, at existing BART stations in the south and east of the county, and at the Livermore ACE station.

This alternative includes the highest increase in Alameda County jobs compared to the other alternatives. Increased employment densities would occur particularly at the University of California at Berkeley and the Alameda Naval Air Station and in downtown Oakland and San Leandro.

Contra Costa

In Alternative 1, development in Contra Costa County would be focused in the county's two historic urban centers of development: the West County communities of El Cerrito and Richmond and the Central County communities of Concord, Walnut Creek, and Pleasant Hill. This development would be focused at BART stations and in other adjoining areas. Contra Costa County would see the highest increase in both housing units and jobs in this alternative.

Specific features of this alternative in western Contra Costa County include increased housing in central Richmond and El Cerrito, increased employment at the Richmond marina, a new employment center at Point Molate, intensification of Point Richmond, and mixed-use development along the North Richmond shoreline. In the central part of the county, there would be additional downtown development around the Walnut Creek, Pleasant Hill and Concord BART stations, some small increases at the Orinda and Lafayette BART stations, and increased residential and employment densities in neighborhoods in Concord.

Marin

Marin County development in Alternative 1 would be focused in the San Rafael area, with some development in central Novato. In San Rafael, there would be new mixed-use areas in downtown San Rafael, along Third Street, in the Canal area, and along Interstate 580. There would be additional transit-oriented development at the Larkspur Ferry terminal. Novato's downtown also would see new downtown development.

Napa

All Napa County development in this alternative would occur in the city of Napa. This alternative includes increased densities downtown and along Trancas Street, surrounded by increased residential density and low-density mixed-use development. This alternative results in the smallest increase in housing units and jobs for Napa County when compared to the other alternatives.

San Francisco

Alternative 1 shows an intensification of the high-density core in downtown San Francisco, with additional mixed-use development in the central and southeastern parts of the city, at the central waterfront and in Hunters Point. There would be a general increase in residential neighborhood densities in most other areas of the city. This alternative shows the largest job and housing growth for San Francisco when compared to the other two alternatives.

San Mateo

San Mateo County development in Alternative 1 would be concentrated around existing BART and Caltrain stations. This development would range in density from medium- to very high-density mixed-use and town center development.

Santa Clara

This alternative concentrates development in San Jose and at existing and planned BART, Caltrain and VTA stations, primarily as a mix of uses. Relative to the other two alternatives, this alternative has the smallest increase in housing units and the highest increase in jobs for Santa Clara County.

This alternative would include intensification of downtown San Jose, a new town center for downtown Milpitas and transit-oriented development on the planned BART extension from Fremont to San Jose. Moffett Field would become a low-density town center, taking advantage of its proximity to an existing VTA station. Increased residential densities would occur throughout neighborhoods in San Jose.

Solano

Solano County development in this alternative would be concentrated in Vallejo. The focus would be on an improved downtown for Vallejo, transit-oriented development near the ferry terminal at the waterfront, and a mixed-use center on Mare Island. New development also would occur at the Solano County Fairgrounds and Marine World, with increased employment and residential infill in the rest of the city.

There would be some additional mixed-use and town center areas developed in Benicia's downtown, waterfront and arsenal, in Suisun City near the Capitol Corridor train station and along Texas Street in Fairfield.

This alternative would give Solano County its smallest increase in jobs and housing.

Sonoma

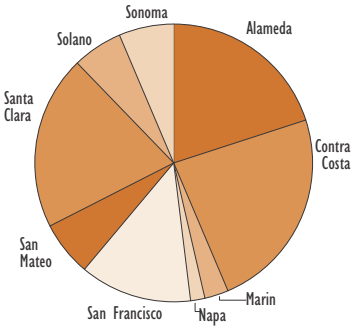
In this alterative, most development in Sonoma County would be located in Santa Rosa, with some additional focus on downtown Petaluma. It would include intensification of downtown Santa Rosa and in the area around the county government center, with additional mixed-use development to the south and west of downtown. Petaluma's downtown also would become more dense, and mixed-use neighborhoods would be developed around Petaluma's train station.

As in Solano County, this alternative would give Sonoma County its smallest increase in jobs and housing.

GROWTH IN ALTERNATIVE 1 (2000-2020)

County	Change in Housing	Change in Jobs
Alameda	140,500	247,400
Contra Costa	121,400	167,100
Marin	11,100	8,300
Napa	10,000	12,600
San Francisco	110,900	150,900
San Mateo	39,400	54,200
Santa Clara	152,700	253,300
Solano	47,700	44,500
Sonoma	34,400	51,100
Total	**668,100**	**989,400**

ALTERNATIVE 1: HOUSING UNITS BY COUNTY



ALTERNATIVE 2: NETWORK OF NEIGHBORHOODS

Alternative 2 disperses development around existing developed parts of the Bay Area, focusing on downtowns, walkable neighborhoods and existing and new transit nodes.

*Alternative 2 generally locates **growth** in the SAME CORE AREAS of the region as in Alternative 1, but at **LOWER DENSITIES**.*

Alameda

In Alameda County, Alternative 2 includes a mix of development types concentrated in downtowns, around existing, planned and potential BART and ACE stations, and along corridors in both western and eastern areas of the county. Specifically, the following components would be included:

- Mixed-use and town center development in downtowns of Berkeley, Oakland, San Leandro, Hayward, Fremont, Pleasanton and Livermore, and around existing and future BART stations at places like Bayfair and Dublin.
- Mixed-use development would occur along many of the major corridors in the county, such as San Pablo Avenue, Solano Avenue, Telegraph Avenue, Shattuck Avenue, College Avenue, Broadway, MacArthur Boulevard, International Boulevard, Webster Street, Park Avenue, Sunol Boulevard, Santa Rita Road, Stevenson Boulevard, Mowry Avenue, Fremont Boulevard and Osgood Road.
- Medium-density mixed-use development would occur at the former Alameda Naval Air Station and at Golden Gate Fields in Albany.

Contra Costa

Alternative 2 foresees growth in Contra Costa County concentrated at BART stations, town centers and along major corridors. Increased residential density in neighborhoods throughout the county also would be part of this alternative.

- New mixed-use development at the Richmond Marina and at the Richmond, Orinda, Lafayette, Walnut Creek, Pleasant Hill and North Concord BART stations, and at rail stations in Hercules and Martinez.
- Intensified town center development in Danville and Clayton.
- Mixed-use development along corridors such as San Pablo Avenue, Clayton Road, Treat Boulevard, Parkside Drive, Railroad Avenue, 10th Street, Mt. Diablo Boulevard, Geary Boulevard, Ygnacio Valley Boulevard and Monument Boulevard.
- Increased residential and employment densities would occur around BART stations in El Cerrito, Pittsburg/Bay Point and Concord, and throughout the western and central parts of the county.

Marin

Marin County development in Alternative 2 would be more dispersed than in Alternative 1, with medium- and medium-high-density town centers throughout the county.

- Downtown or town center development in Novato, San Rafael, Larkspur, Mill Valley, Tiburon and Fairfax, at the Civic Center and Larkspur Landing, and at a new node at a new community replacing San Quentin prison.
- Medium-density town center and mixed-use development along corridors such as South Novato Boulevard, Miracle Mile, Miller Avenue, Bridgeway, Tamalpais Drive, Novato Boulevard, Shoreline Drive and Lincoln Avenue.
- Increased residential density along Sir Francis Drake Boulevard.
- Increased densities through infill in some neighborhoods in central Novato and San Rafael.

Napa

New development in Napa County under Alternative 2 would occur in all of the cities of the county, primarily in town centers and mixed-use areas in American Canyon, Napa, Yountville, St. Helena, and Calistoga. Residential densities would increase through infill in much of Napa and small parts of Calistoga and Angwin. Medium-high-density employment would be developed at the airport industrial park.

San Francisco

Under Alternative 2, San Francisco would experience less growth than in Alternative 1 and that growth would be more dispersed. Increases in development in and around the downtown would cover a smaller area than those foreseen in Alternative 1.

- New mixed-use development along the central waterfront, in the California/Geary corridor, the Mission District, Potrero Hill and Hunters Point, and at City College and the Muni sheds.
- New transit-oriented development around Caltrain stations and at the Balboa Park BART station.
- Town center and mixed-use development along major corridors such as Lombard Street, Van Ness Avenue, Columbus Avenue, Park Presidio Boulevard, 19th Avenue, Judah Street, Taraval Street, Alemany Boulevard, Bayshore Boulevard, Potrero Avenue, 16th Street, Upper Market Street, Church Street, Geary Boulevard, and California Street.

San Mateo

Because San Mateo County's rail stations are generally located in its cities' downtowns, San Mateo's development in Alternative 2 would be similar to that in Alternative 1. Development would be generally concentrated around Caltrain and BART stations, with intensification of town center type development along the El Camino Real corridor and in existing industrial areas between Caltrain and Highway 101. This alternative also includes a new small, mixed-use downtown in Pacifica, as well as a new employment center at the Baylands.

Santa Clara

Under Alternative 2, Santa Clara County's growth would be focused on transit stations and corridors.

- Mixed-use and town centers built in the cores of Milpitas, Saratoga, Los Gatos, Campbell, Los Altos, Morgan Hill and Gilroy.
- New town center development at VTA and Caltrain stations, and in downtown San Jose.
- New transit-oriented residential neighborhoods built around the planned BART stations south of the Alameda County line.
- Mixed-use development along major corridors such as El Camino Real, Saratoga Avenue, Stevens Creek Boulevard, San Tomas Expressway and the Capitol Expressway.
- Town center development at Moffett Field, connecting to the nearby VTA station, but at a slightly lower intensity than in Alternative 1.

Solano

For Solano County, Alternative 2 foresees mixed-use and town center development in all of the county's cities and at a new rail node near Travis Air Force Base.

- Mixed-use development in the central areas of Vallejo, Benicia, Fairfield, Suisun City, Vacaville, Dixon and Rio Vista.
- Development along corridors such as West Texas Street in Fairfield; Merchant Street in Vacaville; First Street in Dixon; and in Rio Vista.
- A low-density town center on Mare Island.
- Residential densities increased through infill in Vallejo and Benicia.

Sonoma

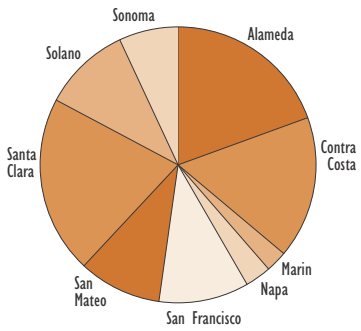
Under Alternative 2, Sonoma County development would be distributed among all of the county's existing towns.

- Most new development centered in downtown areas and at potential Northwestern Pacific stops in Petaluma, Cotati, Rohnert Park, Santa Rosa, Windsor, Healdsburg and Cloverdale.
- Mixed-use corridor development on streets such as North Petaluma Boulevard, Santa Rosa Avenue, Sebastopol Road, Broadway and Napa Street in Sonoma, and Highway 12 through the Valley of the Moon.
- Medium-high-density employment around the airport north of Santa Rosa.

GROWTH IN ALTERNATIVE 2 (2000-2020)

County	Change in Housing	Change in Jobs
Alameda	141,500	242,300
Contra Costa	106,200	130,100
Marin	16,400	29,100
Napa	19,100	27,100
San Francisco	79,800	97,300
San Mateo	37,200	77,300
Santa Clara	164,500	222,900
Solano	54,500	77,600
Sonoma	53,600	82,800
Total	**672,800**	**986,500**

ALTERNATIVE 2: HOUSING UNITS BY COUNTY



ALTERNATIVE 3: SMARTER SUBURBS

Alternative 3 would result in the most dispersed smart growth development of any of the alternatives. It would place new jobs and housing in outlying portions of the Bay Area in an effort to bring the best possible total jobs/housing balance to all parts of the region. All new development, whether in existing or new communities, would incorporate smart growth principles such as mixed-use and walkability. Among the three alternatives, Alternative 3 would focus the least development in core areas like San Francisco and the most in outlying counties like Solano and Sonoma.

Alternative 3 generally ***locates growth*** *in the same core areas and along the SAME* ***CORRIDORS*** *as Alternatives 1 and 2, but at still* ***LOWER DENSITIES****.*

Alameda

Under Alternative 3, growth in Alameda County would occur primarily on the outskirts of the county, especially in the Tri-Valley area, but with some development in existing downtowns throughout the county as well.

- Increased development in the downtowns of Livermore, Dublin, Pleasanton, Fremont, San Leandro and Berkeley, and in west and north Oakland.
- New town center development at existing and potential BART and ACE stations in Livermore and Pleasanton.
- New high-density employment centers around the Oakland Coliseum and Airport and along the bay shore in Fremont.
- Very-low-density mixed-use development at Alameda Naval Air Station, with medium-density mixed-use development at the Oakland Army Base.
- Increased residential and employment densities through infill in downtown Oakland and in all existing residential portions of the county.

Contra Costa

Alternative 3 growth in Contra Costa County would occur largely in new development at the county's edges and through increased residential density in northwestern, central and eastern parts of the county.

- Redeveloped town centers in Richmond, Martinez, Danville, Orinda, Walnut Creek, Concord, Pittsburg and Oakley, but generally at densities lower than those foreseen in Alternatives 1 and 2.
- New town center developments in Pittsburg's "Future Urban Areas" 1 and 2 and in Discovery Bay. A new mixed-use development would occur in southwest Brentwood.
- A new employment center at Concord Naval Weapons Station.
- Increased residential densities through infill throughout existing residential portions of the county.

Marin

In Marin County, most Alternative 3 development would be along the northern part of the Highway 101 corridor, in Corte Madera, San Rafael and Novato. This alternative would result in the largest increase in both housing and jobs in Marin of the three alternatives.

- Downtown and mixed-use development would occur in downtown San Rafael, Novato, and Fairfax, and at Larkspur Landing.
- New development nodes would be established at Indian Valley College, Ignacio Center, Peacock Gap, the Canal district and San Quentin.
- St. Vincent's/Silveira transit-oriented mixed-use development.
- Increased residential and employment densities through infill in Novato, San Rafael, Larkspur and Corte Madera, and along major corridors such as Miller Avenue, Tamalpais Drive, Miracle Mile, and Sir Francis Drake Boulevard.

Napa

Under Alternative 3, development in Napa County would occur primarily through residential and employment infill, with some town center and mixed-use types of development. Of the three alternatives, this alternative has the largest increase of both housing and jobs in Napa County.

- Intensified low-density residential areas on the east side of Napa and in southeast American Canyon.
- Increased residential and employment densities through infill in American Canyon, Napa, St. Helena and Calistoga.
- Airport industrial park medium-density employment center.

San Francisco

Since the "Smarter Suburbs" alternative focuses development at the edges of the region, there would be less development overall in this alternative in San Francisco than in the other alternatives.

- Unlike Alternatives 1 and 2, this alternative does not foresee intensification of the downtown.
- Increased residential densities through infill development throughout the city.
- Town center and mixed-use development in the mid-Market area, the central waterfront, at a new Caltrain station, at Stonestown and at Hunters Point.
- Low-density town center development at the Presidio and Treasure Island.

San Mateo

As in the other alternatives, most development in Alternative 3 in San Mateo County would occur around rail transit stations. However, there also would be an increase in residential density using infill throughout the county. A new employment center would be established at the Baylands, with a higher intensity than that foreseen in Alternative 2.

Santa Clara

In this alternative, development in Santa Clara County would be dispersed among transit nodes extending south to Gilroy, in existing residential areas, and in new communities in the southern part of the county. Of the three alternatives, this alternative shows the largest increase in housing units in Santa Clara County.

- Town center and transit-oriented development at many Caltrain and VTA stations, but at lower densities than foreseen in Alternatives 1 and 2.
- Increased residential and employment densities through infill in all residential neighborhoods of the county.
- A new mixed-use development and a very-high-density employment center in Coyote Valley.
- New mixed-use neighborhoods in Morgan Hill and Gilroy, with an additional employment center in Gilroy as well.

Solano

Alternative 3 would disperse development throughout Solano County, especially at the edges. This alternative would result in the highest number of housing units and jobs in Solano County of any of the three alternatives.

- Town center and mixed-use development in downtown Vallejo, Benicia, Fairfield, Suisun City, Vacaville and Rio Vista, and at a potential Capitol Corridor station at Travis Air Force Base. Densities would be lower than those foreseen in Alternative 2.
- New mixed-use nodes in the Cordelia area and around a new rail station north of Benicia.
- Increased infill residential density throughout the county.
- Medium-high-density employment centers at Mare Island and Benicia Industrial Park, with some areas in Dixon and Rio Vista experiencing an increase in employment density as well.

Sonoma

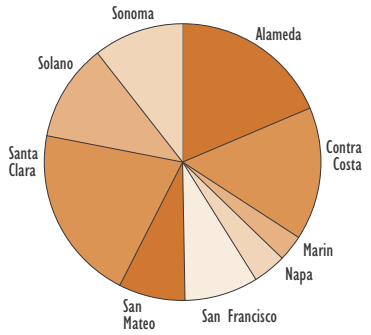
Development foreseen for Sonoma County in Alternative 3 would be dispersed throughout the county. This alternative has the largest increase of both housing and jobs in Sonoma County of any of the three alternatives.

- Increased downtown development would occur in Petaluma, Santa Rosa, Healdsburg, Windsor, Cloverdale, Sebastopol and Sonoma, but at densities lower than those foreseen in Alternative 2.
- New low-density mixed-use areas established in Santa Rosa and Rohnert Park.
- As in Alternative 2, a medium- to high-density employment center around the airport north of Santa Rosa.
- Increased residential densities through infill in all residential neighborhoods in the county.

GROWTH IN ALTERNATIVE 3 (2000-2020)

County	Change in Housing	Change in Jobs
Alameda	117,500	219,300
Contra Costa	87,700	140,500
Marin	23,700	31,500
Napa	19,600	34,900
San Francisco	66,100	61,600
San Mateo	32,500	45,700
Santa Clara	199,100	213,500
Solano	67,600	141,700
Sonoma	62,900	93,800
Total	**676,700**	**982,500**

ALTERNATIVE 3: HOUSING UNITS BY COUNTY



The Colors of Growth

Opposite is a pull-out poster with a series of maps showing how the Bay Area might look in the year 2020 under the various alternatives showcased in this Alternatives Report. On the far right is a map of the Current Trends Base Case, inviting a comparison between a continuation of "business as usual" development patterns versus a turn toward a smarter future.

On all four maps, the current footprint of development appears as light gray. Among the smart-growth maps, areas where the footprint remains largely unchanged but where job and/or housing density has been slightly "dialed up" (a 5 percent to 15 percent increase in density) appear as medium gray. On the smart-growth maps, the bright, solid colors mark significant new development of various types. What distinguishes one color from the next is the degree of emphasis on housing versus the emphasis on jobs. In fact, the four colors together represent a continuum. Yellow is reserved for new residential neighborhoods, which, by definition, incorporate very little employment. At the other end of the spectrum is purple, which designates new employment centers, educational institutions and other uses that for the most part exclude housing. In the middle of the jobs/housing continuum fall brown and red: Brown signifies mixed-use development with roughly a 50-50 split between jobs and housing, while red connotes new, high-density, development where the accent is on jobs, but which also may include an increment of housing. Red is tagged as "town center/downtown," and is scattered among existing city centers and town centers, as well as in fast-developing edge communities.

For the purposes of inclusion in this report, these working maps of the smart growth alternatives have been reduced in size and greatly simplified. Larger, more detailed versions — incorporating gradations of yellow, brown, red and purple representing various densities for each of the development types — can be viewed on the project Web site, and will be the focal point of the Round Two workshops.

Project Web site: www.abag.ca.gov/planning/smartgrowth/maps.html

Acknowledgements

Sponsoring Organizations
Association of Bay Area Governments
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SF Bay Regional Water Quality Control Board
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Each countywide public workshop is also co-sponsored by local organizations, listed on the project web site: www.abag.ca.gov/planning/smartgrowth/sponsors.html

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Printed on recycled paper by J.T. Litho, Oakland